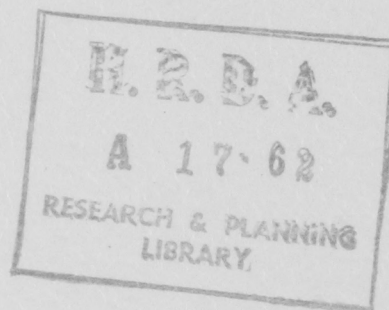


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A STUDY OF
RURAL DEVELOPMENT POTENTIAL AND NEED
IN SASKATCHEWAN



Center for Community Studies
University of Saskatchewan
Saskatoon, Saskatchewan

PREFACE

This document has been prepared for the purpose of preliminary discussion. It has been done in fairly short notice. Procedures normally followed by the Center in designing a study have not been possible. Consultation with the potential consumers of the research, as an example, is not reflected in the proposal. The Center therefore reserves the right to alter sections of the present proposal should later consultations make this advisable. Despite this qualification, the document can stand as a substantially firm statement of intentions.

This submission is made because the Center, as an agency independent of administrative responsibilities for rural development programs, appears equipped to make a useful contribution to A.R.D.A. objectives. The scale of the proposal is such that, if funds are made available, it will become a major commitment over the next three years. The completion of much of the Center's present contract research program in the next year makes this project one that is both timely and appropriate.

W. B. Baker, Director
Center for Community Studies
September 6, 1962

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A STUDY OF RURAL DEVELOPMENT POTENTIAL AND NEED IN SASKATCHEWAN

A. Introduction

The Agricultural Rehabilitation and Development Act passed by the Canadian House of Commons on May 31, 1961 may well become the most significant legislation for the economic and social development of rural areas since the Dominion Lands Act of 1872. Its success depends on the efforts of all levels and many departments of government as well as on the inhabitants of rural areas. The influences contributing to passage of the Act are not totally clear. Obviously consideration has been given to similar programs in the United States. It is also evident that the provincial governments had begun moving in this direction prior to the passage of the Act. It is obvious also that rural voluntary organizations had begun to demand a more rational program for guiding the change in rural areas. It can therefore be assumed that at least in principle the changes in policy proposed in this Act will have support at all levels.

The framers of this Act, recognizing the fact that the changes proposed were very fundamental in nature, seem to have taken this into account in two ways. Firstly, the Act is quite flexible in terms of types of projects which can be given support. Secondly, the Act specifically recognizes the need for research to guide the administrators of the Act. Whereas the Dominion Lands Act was amended whenever a specific inadequacy of the Act became evident through its operation A.R.D.A. proposes through research to attempt to avoid, insofar as this is possible, the as yet unforeseen problems which will arise.

A.R.D.A. has as its purpose the improvement in well-being of the rural population. An Act with such a general purpose came into being because a whole sector of our society is experiencing such rapid change that the adjustments of people to these changes are often inadequate. The result has been a disparity in well-being of the rural and urban populations. To understand the change and to understand how people adjust to and/or direct change then becomes one of the functions of research. It is this function which the research projects proposed below is intended to serve.

While the Act divides action and research into three distinct areas - Projects for the Alternative Uses of Land; Rural Development Projects and Soil and Water Conservation Projects - the work done in any "one" area must take into account any developments or possibilities in the other two. With this in mind this proposal will attempt to include the consideration of projects for soil and water conservation and projects for alternative uses of land though it will perhaps fit best in the section of the Act concerned with "rural development."

The Act and discussions of the Act in the Canadian House of Commons indicate that policy-makers recognize that the adjustment problems of Canada's rural areas are likely to continue to develop for some time. It is, therefore, imperative that the program be based on sound research in its initial stages. It is also necessary that the need for a long term research program be recognized. The proposal below is intended to provide both sound information for preparation of development programs in certain areas and also a benchmark which can be used in measuring the longer range effectiveness of the A.R.D.A. programs.

The studies proposed will also afford an opportunity to make some contributions to the theories of the social sciences involved. Such contri-

butions are essential to the provision of long term solutions to the problems A.R.D.A. is intended to alleviate.

The threefold purpose of this particular research project is then:

- (1) Provide data and interpret the significance of this data for development projects
- (2) Provide benchmarks and measurements of the A.R.D.A. program and its techniques
- (3) Provide contributions to the theories of some of the sciences which must advance if programs such as A.R.D.A. are going to be efficiently successful.

The research by itself cannot determine what ought to be done or what it would be good to do. It can, however, predict the consequences of certain lines of action and where ultimate goals are clearly defined propose alternative techniques for reaching those goals.

If a research project is undertaken the methods of presentation of findings will be considered when the research design is finalized.

B. The Need for the Study

There appears to be little need for justifying the type of study being proposed. Throughout the Proceedings of the Special Committee of the Senate on Land Use in Canada both witnesses and Senators gave recognition to the need for research. Similar recognition appeared in the debates in the House of Commons prior to the passage of the Act. And finally the Act itself makes specific mention of research in each of its three major sections.

This proposal assumes that two different kinds of research needs exist:

1. An intensive and objective analysis of the physical and human resources available for development in any selected area with emphasis on a projection of estimated cost-benefits and of the social organization and psychological motivation involved in the event of a development program under A.R.D.A. Here the purpose would be to assess the potential of

A.R.D.A. type programs in advance of actual development. Such a study would be expected to provide fundamental insights into A.R.D.A.'s long-term potential in the Prairie Region. Part I of the proposal to follow is in this category.

2. The description, analysis and interpretation of an actual development program already proceeding under A.R.D.A. sponsorship. Expanding programs at provincial and national levels are creating an urgent demand for applied social research of this nature. The need for such studies seems especially great when action being taken now will have consequences that continue far into the future. This means starting exploratory studies immediately to better prepare for the problems of the future. Part II of the proposal to follow is in this category.

C. Center's Competencies and Interests in this Type of Research

The Center for Community Studies grew out of the Saskatchewan Royal Commission on Agriculture and Rural Life analysis of rural change. The Center was designed as a professional resource for continued applied research and interpretation of the practical problems of economic and social development. Consideration is now being given to a larger concentration of Center resources on multi-disciplinary social research. For this reason it is in a position to entertain proposals for large-scale research under A.R.D.A. extending over the next three years.

The Center contains a combination of disciplines not found in any other Canadian institution with an interest in rural affairs (sociology, economics, anthropology, social psychology, and extension education). It operates on the principle that a small senior permanent staff of these disciplines can provide the core for a much larger research program under contract and for drawing in other research personnel on a temporary basis.

In this sense it not only does research but provides a supervised experience for other less experienced personnel.

While the Center does a considerable amount of independent research, it also has a policy of collaborative research. A number of research projects, now in the final stages, have a direct bearing on rural development (i.e: low income farmer relocation, population migration, the declining village, extension education in co-operatives, development of the far North). It has had a unique opportunity in its first four years to observe the development of five Saskatchewan communities. This has included a benchmark study of community councils and a later restudy now being completed. It has resulted in the publication of a series of booklets focussed on selected aspects of rural community development. Consultations have involved every extension discipline concerned with rural development, as well as the activities of local, provincial and national voluntary associations.

The staff of the Center has established liaison with social research agencies in Canada, the United States and abroad. Several members have international experience in rural development programs. One Research Program Chairman has an established liaison with rural development agencies in Alberta and Saskatchewan. For two years he has taught a summer school course in program planning for extension personnel.

While this listing of Center attributes suggests competence and interest in this type of work, it should not imply any profound knowledge of the factors involved in rural development. Much of this area is new and it has received too limited attention from a research viewpoint to permit anything more than promise of useful contributions by the Center to A.R.D.A.'s difficult objectives.

D. Background Studies Available

There has not been time in the preparation of this proposal to undertake a detailed review of related studies. Such review as was possible suggests a large body of useful background information. In some aspects, such a cost-benefit analysis of rural development, little research of substance exists. This also seems true of research of the local action programs commonly associated with development. In most instances, applied research, if carried out at all, has been restricted to following after the action and evaluating its effects. A thorough review of research literature will be included in the detailed work plan for this project.

PART ONE

An Analysis of the Physical and Human Resources for Development in a Selected Area

The objectives of this study would be to:

- A. provide a detailed inventory of resources, economic and human, in a selected area of Saskatchewan as a benchmark against which future development can be measured.
- B. secure background information to further develop techniques for cost-benefit analysis of development alternatives in the selected area,
- C. secure background information for improved understanding of existing social organization and psychological factors influencing opportunities for locally sponsored development programs.

The project outlined below is designed for purposes of discussion. It does not represent the more thorough preparation which ought to be reflected in the final design. As a matter of Center policy such a study ought to reflect close consultation between the person responsible for the research and persons responsible for development policy. In this way the research can proceed with greater awareness of the eventual application to operating circumstances.

The Approach to the Study

The project to be outlined below has three phases. All of them should be carried out for a thorough understanding of the development area.

Phase I: Compiling and Interpreting the Resource Inventory

There have been many inventory studies done in connection with development programs. In the United States the number became so large that Secretary of Agriculture Freeman found it necessary to urge that new ones not be undertaken. Nevertheless, it appears necessary to undertake such a study under Saskatchewan conditions. This seems justified for the following reasons:

1. We do not have adequate studies of this nature in Saskatchewan or the Prairies to permit generalizations.
2. The study, as proposed here, is not an end in itself but is to provide necessary background information for at least two studies in greater depth.
3. It is not merely a cataloguing of data that is proposed: much effort will be devoted to interpreting the inventory data.
4. Inventory data seems an essential ingredient of local action in development programs: this proposal provides an alternative to other ways of securing such data.

Section I. Location and History

A. Geographic setting

B. Historical setting

II. Natural Resources

A. Land under cultivation

B. Forest resources

C. Mineral resources

D. Recreation resources

III. Human Resources

- A. Population characteristics (age, sex, etc.)
- B. Labour force (occupational histories)
- C. Incomes
- D. Ethnic and Religious Characteristics
- E. Educational characteristics (formal and technical)

IV. Agriculture

- A. Number and size of farms
- B. Sources of cash farm income
- C. Value of farm property
- D. Farm debt structure
- E. Marketing and processing facilities
- F. Market destination of farm production
- G. Share of relevant market

V. Non-Agricultural Employment

- A. Employment in service industries
- B. Employment in processing industries
- C. Potential employment in A and B
- D. Recreational potential

VI. Public Facilities

- A. Educational facilities
- B. Medical facilities
- C. Local government structure
- D. Public utilities
- E. Voluntary organization structure

VII. Summary and Conclusions

- A. Potential for local development
- B. "Outside" requirements for effective development
- C. Adequacy of A.R.D.A. for the problem area

Phase II: Techniques of Cost-Benefit Analysis

This phase of the project is an area of economics in which the techniques are just now beginning to be developed. Most of the work has been done on water resource use. The accuracy of the analysis will undoubtedly leave much to be desired. However, the proposed analysis is expected to facilitate considerable improvement in the decision-making which now goes on without benefit of such data. The resources of A.R.D.A. are not likely to be adequate for all development projects proposed. At times useful alternatives may be overlooked. A good cost-benefit analysis will do much to make possible a better allocation of scarce development resources. If this study can make useful contributions to the invention of improved techniques of cost-benefit analysis it will be worth while. If it can go beyond this then the investment will reap large benefits in the future.

Section I. Background

- A. A review of the baseline study proposed above.
- B. An exploration of development alternatives

II. Capital Costs of Development Alternatives

- A. Government (all levels) expenditures
- B. Private investment
- C. Public losses incurred (abandoned public facilities)
- D. Private losses incurred (abandoned private facilities)

III. Human Costs of Development Alternatives

- A. Relocation requirements of development
- B. Cultural reorientation requirements of development
- C. Retraining and re-education requirements

IV. Income Benefits of Development Alternatives

- A. Changes in number employed
- B. Changes in income
- C. Changes in welfare payments
- D. Changes in governmental income from area

Section V. Non-Income Benefits of Development Alternatives

- A. Improvements in cultural facilities
- B. Improvements in recreational facilities
- C. Improvements in health facilities
- D. Improvements in educational facilities

VI. Summary and Conclusions

- A. The direct costs and benefits of A.R.D.A.
- B. The indirect costs and benefits
- C. The adequacy of A.R.D.A.

Phase III: Social and Community Factors as Resources in Rural Development

The success or failure of any rural development program, as proposed by A.R.D.A., is dependent to a considerable extent upon available social organization, the degree of community consciousness, and the feeling of responsibility of the people in the development area. The A.R.D.A. program appears to assume that local people are, or can be, interested in co-operative community efforts to achieve common goals. But the broad base of community interest and support for development activities has many complex aspects which can hardly be known in advance. This is especially true of low-income families who often exist outside the normal range of organized community interests.

This phase of the analysis is designed to provide more concise interpretations of the role that social and community factors have to play. This phase will be able to draw on a variety of Center studies related to voluntary factors in community growth. It will also benefit from a wide range of studies related to individual participation in new practice adoption.

Section I. Community Consciousness as a Factor in Development

- A. Community's perception of its needs
- B. Attitudes of population towards community
- C. Perceptions of responsibilities for community development

II. Leadership as a Factor in Development

- A. Characteristics of leaders
- B. Classification of leaders in terms of influence
- C. Perception of leaders of responsibility for development

III. Voluntary Organizations as a Factor in Development

- A. Characteristics and structure
- B. Attitudes of organizational leaders to development
- C. Degree of involvement of citizens in voluntary organizations
- D. Relationships between existing voluntary organization objectives and rural development objectives

IV. Educational Standing and Aspirations

- A. Educational levels at present
- B. Aspirations of youth re education
- C. Community's educational aspirations

V. Public Agencies and Personnel as a Development Resource

- A. Description of public agency functions in the area
- B. Characteristics of personnel
- C. Perception of Agencies and Personnel with respect to role and responsibility in development

VI. Summary and Conclusions

- A. Community factors as a hindrance to development
- B. Community factors as an aid to development
- C. Suggested improvements to facilitate development programs.

Location of the Study

The proposed area of study is the area known as Census Division 16 in the Census of Canada. This area is proposed for the following reasons:

- (1) It is an area for which considerable data will be available from the 1961 Census of Canada. This, in addition to providing information, will provide an opportunity to check sampling procedures
- (2) A major part of the area is close to the three cities: Saskatoon, Prince Albert and North Battleford
- (3) The median and mean size of farm is well below the provincial average.¹
- (4) Rank order in income per farm has been consistently low, at least since 1940
- (5) Out-migration from this area has been high since 1936
- (6) The area is large enough to encompass several rural development areas
- (7) The area includes several different types of farming
- (8) The area is close enough to present projects to provide useful insights for these projects.

Estimate of the Sample

It is proposed that four municipalities will be sampled. These four municipalities now under consideration are R.M. 405; R.M. 437; R.M. 493; L.I.D. 974. From each of these municipalities 75 farm operators and their families will be interviewed. In addition, interviews will be sought with additional people with particular characteristics, i.e: specific age groups to facilitate generalization about these groups.

¹In 1956 Provincial mean size of farm was 600 acres; Census Division 16 was 521 median size of farm was 472 acres; Census Division 16 was 428

Duration of the Study

The study is planned to extend over a period of three years from the time of initiation. Each phase is expected to require from 12 to 15 months. Phase I, however, must be largely completed before Phases II and III can proceed. These are gross estimates but Center experience suggests they are reasonably accurate if the staff to be proposed in the budget can be provided.

PART TWO

An Evaluative Study of the Role of Government Agencies in a Rural Development Program

The Agricultural Rehabilitation and Development Act allows for the establishment of rural development projects. The Province of Saskatchewan now has under way three such programs: Torch River, Meadow Lake and Broadview. Other areas are under consideration. Each is potentially eligible to apply for benefits under the Act.

The Saskatchewan Department of Agriculture, through its Agricultural Representative Branch, has taken leadership in establishing local co-ordinating committees. Membership includes primarily Provincial government and local government representatives. Responsibility for initiation of development programs has varied: local government, Chamber of Commerce and a government department.

Initially the Torch River and Meadow Lake programs involved assembly of available information from convenient sources. The collection and discussion of the information required the co-ordination and co-operation of several government departments.

The next stage of these programs involves "feeding" this data to local people and working with them in planning and implementing a sound development program. This is being done in an area characterized by low incomes, low educational levels, dependency on public aid, high birth rates,

a high proportion of citizens beyond their work productive years, low levels of motivation, and relatively under-developed and often marginal resources.

The past experience of rural extension agencies in Canada provides few guidelines for activities under these difficult conditions. A growing applied social research has identified the difficult cluster of economic, social, cultural and psychological factors involved. Clearly, expedience in seeking achievement of objectives is certain to be discouraging. Physical resources and the people affected can best be developed together. Only in extreme circumstances has it been possible to ignore this principle.

If any measure of success is to be achieved, a major contribution must come from the leadership provided by government agencies. These agencies are becoming more numerous. They are becoming more conscious of their role in low-income area development. The need for inter-agency co-operation has become more apparent. The need to work toward objectives through local voluntary effort has been recognized. Extension personnel are now asking difficult questions about how they should operate as catalysts, interpreters, planning counsellors and as educators.

The Objectives of an Evaluative Study

Extension agencies involved in rural development programs are well aware of the difficulties to be encountered. They are already seeking professional counselling. They appear anxious to have their various approaches evaluated as to effectiveness over time. The study proposed here is designed to provide assistance through a combination of counselling and study. It is suggested that a deliberate effort be made to collaborate with government development agencies in a continuing analysis of on-going programs over a three-year period. Two objectives will determine the approach:

1. To clarify the philosophy, organization and personnel requirements of extension organization for rural development.
2. To clarify the nature, problems, and successes of the activities generally associated with locally-based development programs.

The Approach to the Study

The basis of the approach proposed revolves around the contributions of a skilled consultant on rural development who will be backstopped by a capable rural sociologist. By concentrating consultations in one selected project area an intimate acquaintance can be acquired of the approach to project organization and of the sequence of development activities. During the course of three years a series of research studies focussed on development activities should provide a valuable basis for prediction and for improved consultation.

Collaborative research of the type proposed has no known precedent in Canada. Its difficulties cannot be under-estimated. Maintaining the objectivity of the research while counselling on-the-job is fraught with both known and unknown problems. But there is some precedent and considerable professional support for making the attempt. It is believed that the approach proposed here will represent a wise investment of public funds at this stage in A.R.D.A.'s evolution. The end product ought to be a document which might well become a classic reference for Canadian government agencies in rural development.

It is neither profitable nor wise to propose at this stage any detailed outline of the probable research to be pursued. The specific emphasis ought to grow out of close collaboration. Under no circumstances should it be imposed upon the development program. The outline to follow is to provide concreteness and a sense of direction. It is a statement of general intention and no more than this.

I. Acquiring Familiarity with the Development Area and Program

A. The Operation of Government Extension Agencies in Rural Development Program

- (i) How they are organized for the job
- (ii) How they are financed
- (iii) Duties and qualifications of personnel
- (iv) Inter-agency relationships
- (v) Liaison with local organizations
- (vi) Responsibilities for programs outside rural development
- (vii) An assessment of extension agency operation

B. The Extension Agency Program in Rural Development

- (i) Philosophy of rural development
- (ii) Objectives for area development
- (iii) Surveying and interpreting the environment
- (iv) Program planning and reporting
- (v) Evaluation techniques
- (vi) An assessment of extension agency programming

II. Analyzing Methods Used in Rural Development

A. How Methods are Combined in a Program

- (i) Use of the mass media
- (ii) Use of audio-visual aids
- (iii) Contribution of meetings and conferences
- (iv) Influence and extent of personal contacts
- (v) Presentations through publication and written contact
- (vi) The technique of self-surveys
- (vii) An assessment of methods used.

III. An Analysis of the Administration and Supervision of Rural Development

A. Levels of Administration and Supervision

- (i) Agencies involved in rural development
- (ii) Relationship of rural development to other agency programs
- (iii) Provision for agency co-ordination at Provincial and Federal levels
- (iv) An assessment of co-ordination between levels of administration

B. Regional or Area Administration and Supervision

- (i) Agencies involved in area administration
- (ii) Responsibilities
- (iii) Problems
- (iv) Policy-forming processes
- (v) An assessment of area administrative requirements for rural development

IV. An Analysis of Qualifications Required by Extension Workers in Rural Development

A. The Role of the Extension Agent in Development

- (i) What is he expected to do?
- (ii) How does this relate to other job responsibilities?
- (iii) What skills does he require?
- (iv) What skills exist in present personnel?
- (v) What administrative skills are required to support the extension worker's role?
- (vi) What provision is needed for new skills?
- (vii) How can provision be made for these skills?
- (viii) An assessment of qualifications

V. Summary Assessment of the Role of Government Agencies in Rural Development

Location of the Study

It is proposed that the study concentrate on the rural development program in the Meadow Lake area. There are two reasons for this:

1. The program is just getting under way
2. Government agencies played a large role in getting the project started

Duration of the Study

The study will extend over a three-year period. In addition to periodic research reports the research consultant will undertake to provide periodic interim assessments of the development program. From time to time professional papers may be prepared for publication in appropriate journals. The last year will concentrate on the preparation of a comprehensive reference manual on the role of government agencies in rural development.

Some Special Conditions

Reference has already been made to the collaborative nature of this study. Particular attention is necessary to ensure a clear separation between the Center's role as a research agency and the role of administrative groups as development agencies. The research-consultant's contributions are purely advisory: he cannot accept responsibility for program decisions nor be represented as an agent of administration. While he would be available for consultation on the wider Provincial program his interests in the selected area will have to be carefully protected. His role would be made more effective if, as soon as convenient, a rural development specialist

could be appointed with responsibility to administration. The research-consultant would also have to have ready access to all of the files and records necessary to the proper pursuit of his research objectives.

OTHER RELATED STUDIES

It is possible that within the broad research program of the Center for Community Studies, other related analysis may be undertaken. An example is the analysis of space as a social cost in development on the Great Plains. This study will be undertaken in 1963-64 by a doctoral candidate in city and regional planning at Massachusetts Institute of Technology. It is expected to provide additional insight into possible regional implications of rural development. In a similar way, the Center may decide to undertake special studies financed by its regular budget as promising leads emerge from the studies proposed herein.

APPOINTMENT OF AN ADVISORY RESEARCH COMMITTEE

Under the circumstances of such studies as proposed in this document it is Center policy to encourage establishment of a research advisory committee. The purpose of this committee is to meet with research personnel for periodic reviews of project proposals, provide an additional source of insight and advice, consider research findings as they become available, and to provide such other liaison as may seem desirable between the sponsors of the research and the Center.

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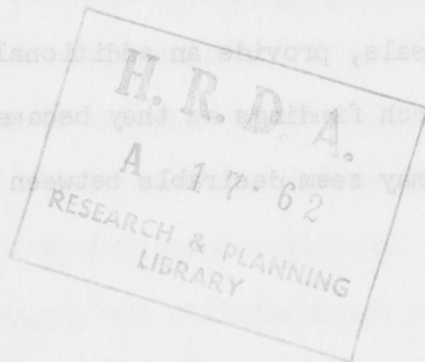
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